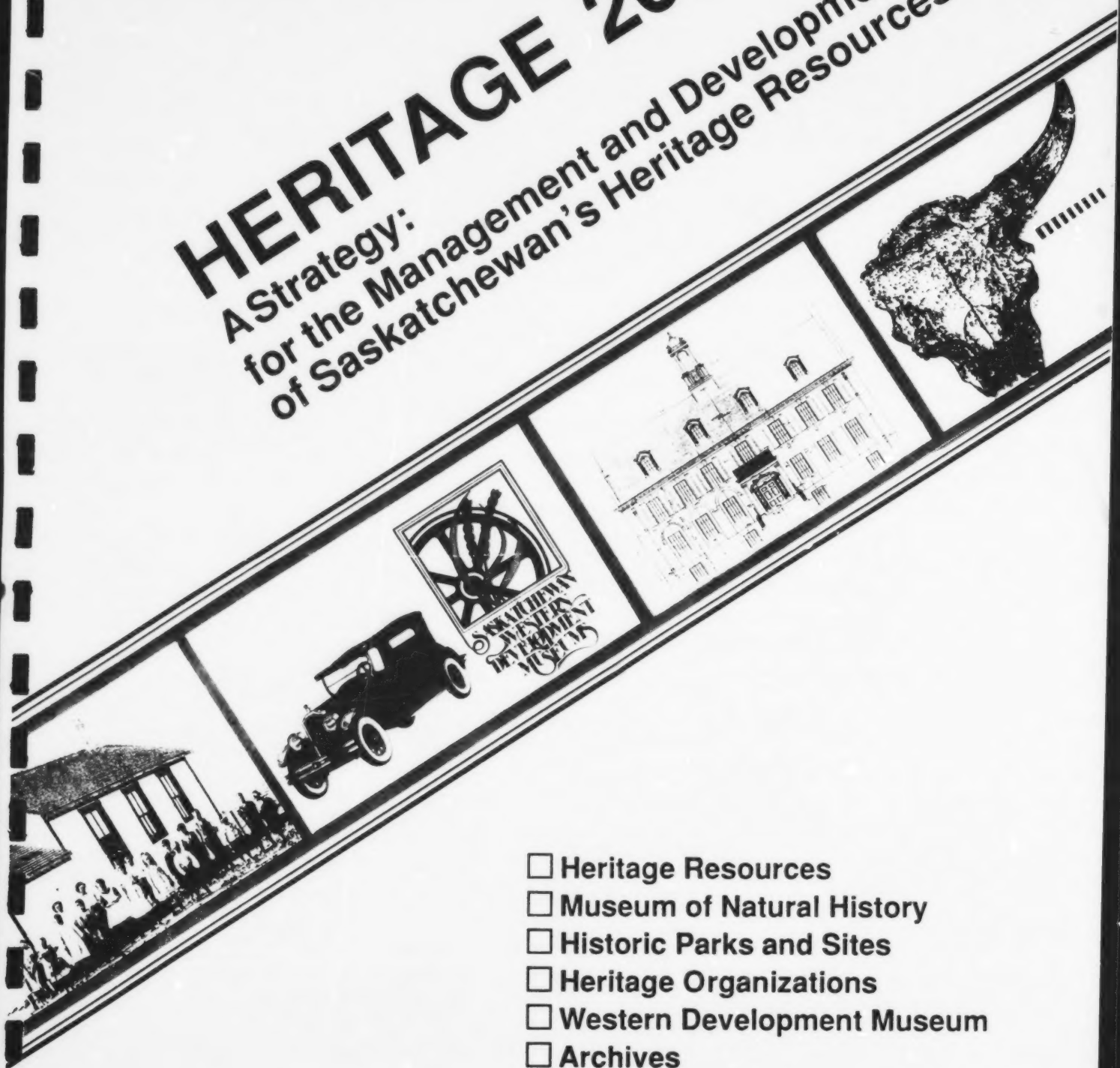
Saskatchewan
Culture,
Multiculturalism
and Recreation

Hon. Colin Maxwell
Minister

HERITAGE 2000

A Strategy: for the Management and Development of Saskatchewan's Heritage Resources



- ☐ Heritage Resources
- ☐ Museum of Natural History
- ☐ Historic Parks and Sites
- ☐ Heritage Organizations
- ☐ Western Development Museum
- ☐ Archives
- ☐ Museums Assistance

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Executive Summary

Saskatchewan Culture, Multiculturalism and Recreation has drafted Heritage 2000 as a strategic framework for managing and developing the province's heritage resources into the next century. Heritage resources encompass a variety of properties, sites, museums, historic parks, artifact and art collections, archival documents, the remembrances of individuals and other sources of information on the province's cultural evolution.

Developing the Heritage 2000 framework involved a dynamic discussion process. Many organizations and individuals came together in meetings and submitted briefs to share their ideas and concerns over the fall and winter of 1988 and the spring of 1989. Provincial and local heritage organizations, municipalities, business groups, trade associations, professional organizations, academics and concerned individuals all contributed their valuable time, insights and ideas in the process.

From these forums and discussions came the major directions government will consider as Saskatchewan enters the last decade of the 20th Century. In an almost seamless fashion, these directions follow from the longstanding history of concern and commitment to Saskatchewan's heritage which began at provincehood and continued to strengthen into the 1980s.

In 1906, the year following the creation of Saskatchewan as a province, the core of a provincial museum collection was assembled. In the 1930s, parks were designated and several heritage organizations formed. Over the 1940s legislation was enacted to establish the Saskatchewan Archives Board and the Western Development Museums. Advances continued in the 1950s with the construction of the Museum of Natural History and the beginning of its systematic zoological and archaeological research programs. The 1960s saw legislation directed to the protection of heritage properties and the creation of historic parks. Policy development continued in the 1970s as governments worldwide recognized heritage properties as rapidly depleting resources. During this decade, too, the Saskatchewan Lotteries came into being and began supporting volunteer organizations concerned with conserving the province's heritage.

Great strides occurred in the 1980s. The Heritage Property Act was enacted, mandating government programs, such as those of the Heritage Branch, to provide regulatory and financial incentives to manage and develop heritage resources. Municipalities, heritage organizations, private sector developers, professional associations and heritage property owners became increasingly involved in Saskatchewan's heritage industry. Thousands of heritage sites were recorded, evaluated and conserved; museum collections grew; opportunities for public involvement in recording local documentary and oral histories accelerated; appreciation flourished for ethnic and other forms of vernacular architecture; and private firms formed to provide design, consulting and construction services for heritage projects. Over the decade, the six provincial heritage organizations developed their membership base and came to offer sophisticated programs in resource conservation and management.

While the inevitable conflicts between development and conservation interests took place, these were remarkably constrained in comparison to what was occurring at the same time in other parts of Canada and North America. Today, heritage resource management and development are acknowledged and respected elements of the province's economy and social fabric.

However, pressures have intensified on the resource base itself and the limited number of volunteer organizations and professionals involved in the heritage industry. Resource loss and deterioration are accelerating. At the same time, there is a growing recognition of the need for Saskatchewan to develop its heritage tourism assets. Adjacent provinces and states are aggressively constructing museums and interpretive sites to lure tourists and deepen understanding and appreciation of their heritages. By developing their heritage resources, other provinces are presenting strong images and symbols to the global marketplace. In a real sense, nations and provinces are using their heritage landmarks to market themselves to the world. To compete, Saskatchewan must embark on similar programs of world class site development and public programming.

In spirit and content, the Heritage 2000 Strategy is related to the principles of sustainable development. It seeks a balance between resource conservation and the sensitive development of select sites and other resources. It attempts to accommodate local concerns and

aspirations, to ensure authenticity and appropriate scales of development, to foster the growth and interests of the volunteer sector with the economic and social priorities of business and government.

Four paramount directions for the future have been identified. These are:

1. **To reinforce and expand efforts to conserve and manage significant and representative aspects of the province's heritage sites and objects;**
2. **To have more people use, experience, enjoy and understand Saskatchewan's heritage;**
3. **To systematically develop select heritage resources for tourism;**
4. **To encourage public and private investment in Saskatchewan's heritage resources.**

1. Proposals for expanding conservation and management programs include:

- increased regulatory requirements for impact assessments of projects with impacts to significant heritage resources;
- expanded inventory and information services;
- more funding for basic research in architecture, history, archaeology, museology, and resource management;
- greater consultation with Native groups regarding the management of their heritage resources;
- the development of systems plans for the major resource types identified in The Heritage Property Act;
- the implementation of a museums policy;
- the creation of conservation services for collections of archaeological and ethnographic artifacts, fine art, archival documents and historic and technological objects;
- determining the policy and program requirements for more effective management of the province's folklore, social history and genealogical resources;
- ways to repatriate collections of Saskatchewan's heritage objects now in other jurisdictions;
- improving the collections management abilities of the Western Development Museums;
- upgrading the storage and conservation facilities of the province's archival institutions;
- carrying out an extensive heritage policy review in the early 1990s;
- integrating natural heritage resource concerns with cultural heritage resource programs and policies; and
- establishing a roundtable on heritage resource management and development to bring together concerned groups and individuals on a regular basis to discuss current and emerging issues.

2. To foster greater use, enjoyment and undertanding of the province's heritage, it is proposed that:

- programs in heritage education both within the education system and at the community level be initiated;
- a marketing plan be developed to identify, develop and promote resources for local visitors and educational and recreational users;
- more training and professional development opportunities be developed;
- the needs of various regions and communities be assessed and responded to;
- a balanced and representative interpretation of the province's heritage be striven for; and
- existing granting and consultation programs be expanded to encourage community heritage projects.

3. To increase heritage tourism, major program initiatives will be required. Proposed actions include:

- developing a system of major heritage attractions involving continued redevelopment of the Saskatchewan Museum of Natural History, upgrading the provincial historic parks and assisting the museum, park, and interpretive centre projects of municipalities and conservation authorities;
- systems planning to identify resource development opportunities;
- greater marketing efforts;
- upgrading the exhibitry abilities of the Western Development Museums;
- investigating the tourism opportunities of archival institutions;
- assisting communities develop their heritage assets.

4. Creating new investment opportunities relies on three proposals:

- establishing a Saskatchewan Heritage Foundation to finance many of these diverse heritage projects as well as to hold, upgrade, rehabilitate, market and dispose of heritage properties;
- investigating opportunities to provide tax incentives for heritage conservation and the redevelopment and restoration of the built environment; and
- developing volunteer networks to operate heritage tourism sites.

The Heritage 2000 Strategy recognizes the very important roles of not-for-profit organizations and the private sector in progressing along these directions. These sectors likewise acknowledge their responsibilities and the great potential of Saskatchewan's heritage industry for achieving major social and economic benefits for all of Saskatchewan's citizens.

I. Introduction

People in Saskatchewan are deeply interested in and highly value their cultural and natural heritage resources. They are concerned that these resources be properly conserved and managed. They recognize the tourism potential of developing select sites but caution that such projects must proceed with sensitivity and in the spirit of sustainable development. They believe presentations of the province's heritage should result in authentic experiences for visitors. And they acknowledge resource management and development require more substantial financial support and find merit in the proposal for a Heritage Foundation as a vehicle of support.

These findings resonated throughout the Heritage 2000 discussion process undertaken over the fall and winter of 1988 and the spring of 1989.

This strategy paper reflects, in large part, the results of this process. It sets out a framework for the management and development of Saskatchewan's heritage resources. Its purpose is to present a coherent vision for the future of Saskatchewan's heritage.

The challenge of the immediate future is to design and implement an integrated heritage strategy which continues to save representative aspects of the province's past while also interpreting and presenting our best resources to residents and visitors

To achieve this, Saskatchewan Culture, Multiculturalism and Recreation drafted a discussion paper containing proposals for future directions. Five hundred copies were distributed to client groups across the province and comments were invited. Twenty-seven meetings were held province-wide in the winter of 1988/89 during which salient aspects of the strategy were discussed. As part of this process, 36 briefs were received.

The paper was then revised and circulated to all individuals and groups who had indicated their wish to continue the discussion process. This second consultation phase involved two more meetings with the Heritage Saskatchewan Committee. An additional 20 briefs were received. Appendix 1 provides a list of those involved in the consultation process.

The discussion process generated many valuable ideas and thoughtful insights. By incorporating these, the strategy has been greatly strengthened. Through these discussions with the province's heritage community, various associations, special interest groups and interested individuals, a course for Saskatchewan's heritage programs was charted.

Because of the diverse and occasionally divergent views, not all recommendations and concerns are accommodated or addressed. Instead, the strategy reflects the majority of opinions and suggestions of Saskatchewan's heritage community and those people, businesses and organizations affected by it.

The paper begins with a statement of goals for heritage conservation and development in the province. An overview of the historical development of heritage programs and policies in the province follows. A discussion of the current state, with emphasis on the roles of Saskatchewan Culture, Multiculturalism and Recreation's heritage programs vis-a-vis various organizations and agencies is then presented. The paper concludes with an outline of a heritage strategy for the 1990s and beyond. An important element of the strategy is the establishment of a heritage foundation to stimulate, fund and promote bold and broad initiatives in the heritage field.

Assembling the strategy involved analyzing and reviewing heritage programs and trends across Canada, the United States and the United Kingdom. Prospecting future needs and markets also was carried out. More detailed benefit-cost analyses and economic impact studies will occur as the strategy is implemented.

The province's role in heritage management is not new. Indeed, government involvement dates to 1906, the year after provincehood was achieved, with the assembly of a provincial collection. This became the basis for a provincial museum, the first in the prairie provinces. Subsequently, a number of policies and programs were established which enjoyed varying levels of support. Developing parallel to government programs, a number of grass roots heritage organizations came into existence from the 1930s onwards.

Over most of this period, heritage responsibilities were centred in the department responsible for parks and renewable resources. In the late 1970s, this mandate was assumed by the department responsible for cultural and recreational affairs. Today, with the creation of the provincial Heritage Branch, most of the province's heritage programs are consolidated within a new department of Culture, Multiculturalism and Recreation.

This reorganization presents exciting opportunities for the management and development of the province's heritage resources. Public awareness and concern grew tremendously in the 1970s and continues to expand today. Preservation was a key concern and this resulted in strong and popular conservation legislation being passed in 1980. Local histories, new community museums and citizen involvement in archival, genealogical and social history projects proliferated. Volunteer based heritage organizations grew in sophistication and membership. Consequently, government focused on supporting local restoration projects, protecting heritage sites, objects and documents and expanding museum programs. Hundreds of historic sites were designated and communities and developers matched heritage grant funds at a 5:1 ratio. Jobs, community pride and new information on Saskatchewan's history and prehistory were forthcoming.

While progress occurred in these areas, there were few major initiatives to develop visitor programs, modernize museum exhibits and interpret important sites for cultural tourism as other provinces were doing. Thus, the challenge of the immediate future is to design and implement an integrated heritage strategy which continues to save representative aspects of the province's past while also interpreting and presenting our best resources to residents and visitors alike.

Preservation must remain a paramount concern. Interpretation projects for tourism, provincial marketing and educational purposes must proceed within a larger strategy of conservation. Site developments must not compromise or endanger the resources which comprise the visitor experience. Rather, such projects must assist preservation efforts as well as provide new tourism benefits and economic diversification opportunities to Saskatchewan.

II. Goals

The Heritage 2000 Strategy has the following goals:

- To identify the major participants in the management and development of the province's heritage resources.
- To determine the key resources (sites, collections, documents, mnemonic information, etc.) which constitute the province's heritage resource base.
- To define heritage resources for the purposes of the strategy.
- To provide a history of the development of heritage resource activities and policy in Saskatchewan.
- To assess the current state of heritage resource management and development.
- To identify the major needs and opportunities for the management and development of Saskatchewan's heritage resources into the new century.
- To seek direction from the many stakeholder as to the major priorities for the future.
- To encourage awareness of the opportunities of the heritage industry as a means of economic diversification.
- To reinforce the need for continued and increased resource conservation and management.

III. Definitions

Heritage Resources

To begin, a definition is needed for **heritage resources**. The term "heritage" has taken on many meanings to include whole areas of culture (e.g., the visual and performing arts) and multiculturalism (e.g., heritage languages), as well as parts of the natural world (e.g., heritage marshes). Indeed, extending the term natural heritage to the biophysical environment is common.

While the benefits of integrating cultural and natural resources under the aegis of **heritage** are evident, jurisdictional considerations and very real differences in resource management needs and developmental opportunities exist.

For this strategy paper, the following definition is followed, drawn from The Heritage Property Act: "any property, whether a work of nature or of man, that is of interest for its architectural, historical, cultural, environmental, aesthetic or scientific value ... [including] ... a site where architectural, historical, cultural or scientific property is or may reasonably be expected to be found". Herein, the term usually will refer to sites, objects and information. These include archival and genealogical records, oral histories and museum and historical art collections of significance to understanding and appreciating Saskatchewan's past and its culture. Such resources are regarded as the inheritance of all persons, present and future.

The term heritage resource, while including unique ecological and geological areas and features, will exclude rare and endangered animal and plant species, and renewable resources such as wildlife, fisheries, forests and parklands. Various statutes and regulations and supporting programs pertaining to these natural areas and resources are found elsewhere in government. Management responsibilities are centred in such departments as Saskatchewan Environment and Public Safety, and various branches of Saskatchewan Parks and Renewable Resources (e.g., Fisheries, Wildlife, Forestry and Parks).

Heritage Resource Management

Heritage resource management refers to activities designed to identify, protect, conserve, regulate and curate heritage resources. Management includes activities such as research, inventory and preservation measures.

Heritage Resource Development

Heritage resource development is action taken to interpret, exhibit, rehabilitate, restore, reconstruct, market, display and increase accessibly to heritage resources. It encompasses publishing, film and video production, educational programming, marketing, exhibitry and the construction and operation of such facilities as museums, parks and interpretive centres.

Heritage Tourism

Heritage tourism is the consumption of heritage resource experiences by people who are away from their normal place of habitation. Accepting this definition, virtually everyone has been a heritage tourist at one time in their life.

Heritage Industry

The **heritage industry** is the combined social and economic activity resulting from heritage resource management and development together with associated tourism, service sector, manufacturing and related business.

Sustainable Development

Sustainable development recognizes that economic growth and environmental management are inextricably linked, that economic prosperity requires environmental protection and the stewardship of the natural and cultural heritage over the long term. Economic growth and prosperity provide the ability to wisely manage resources and ensure environmental quality. Science and technology, while often the causes of environmental degradation, can also effect the management, reclamation and recovery of the very resources underpinning economic growth.

Sustainable development is founded on integrated planning, proactive resource management, preventative interventions, integrations of the economy with the environment and the philosophy that governments hold cultural and natural resources in trust for present and future generations.

Sustainable development also accepts that some heritage resources will be lost as a result of economic growth --- land uses must change, new buildings must be built, communities must grow and redevelop, and society must evolve. However, the costs and consequences of loss brought about by change must be thoroughly understood and found to be acceptable before it occurs.

Sustainable development requires finding substitutes for non-renewable resources. To be sure, the landscapes and streetscapes of today will be the heritage environments of tomorrow. Contemporary architectural statements become the future's heritage treasures. As well, historic buildings are being rehabilitated and neighbourhoods are being gentrified. Thus both resource retention and replacement are occurring.

But for many heritage properties substitutions must be found. For example, scientific excavation and analyses together with proper collections conservation and curation may acceptably substitute for some archaeological sites lost to development. As found drawings, photogrammetric recordings, salvaged architectural elements and archival research may likewise substitute for some historic buildings.

For heritage resources, sustainable development emphasizes the conservation in perpetuity of representative and unique samples of artifacts, collections, records and sites. Exemplary standards of preservation during the enhancement of heritage sites for public access and enjoyment must be followed. Having physical preservation of the site as the first priority also ensures visitors experience a high quality heritage experience.

IV. Historical Summary

Since the 1880s, government involvement in heritage conservation has grown and accelerated worldwide. One hundred years ago, national parks and museums were established in the U.S. and Canada. Considerable scientific research began to be carried out in the west. Saskatchewan hosted one of the earliest federal conservation initiatives with the 1887 creation of Last Mountain Lake Wildlife Sanctuary, the first in North America. Federal peaks in heritage policy-making occurred during the early 1930s and again in the 1970s, the former due to job creation programs necessitated by the Depression and the latter to increased public concern for environmental and quality of life issues.

Provincial involvement began later and was discontinuous since jurisdiction over natural and cultural resources was not gained until 1930. Almost immediately, the province created four provincial parks. Yet the major heritage commitments were part-time operation of a provincial museum (established in 1906) and a historic marker program begun in 1938. The marginal presence during the first half of the century provided research and collection opportunities for eastern Canadian and American institutions. As a result, Saskatchewan lost many historical and natural treasures.

Unanimous passage of The Heritage Property Act in 1980 marked a new direction in conserving and managing the province's heritage

General public interest for Saskatchewan's heritage was expressed in the formation of several societies comprised of amateur scientists and historians concerned with researching and conserving specific heritage resources. Among these were archaeological organizations which emerged in the 1930s and the Saskatchewan Natural History Society and the Saskatchewan Histor-ical Society, which were established in the 1940s. Furthermore, in the late 1930s, the University of Saskatchewan and provincial government joined efforts to conserve government records. Concern for the province's documentary history led to the passage of The Saskatchewan Archives Act in 1945.

Interest in curating artifacts of the province's settlement period resulted in the creation of the Western Development Museums in 1949. Increased citizen action stimulated greater government activity in heritage in 1950s. Professional scientists were recruited to the Saskatchewan Museum of Natural History. In 1955, the Museum opened in its present location as a state-of-the-art showplace of the province's natural and archaeological heritage.

In the 1950s heritage resources became recognized by the developed nations as a public trust. At this time, international concern for heritage resource loss was expressed in several UNESCO conventions and many nations and states began to implement strong conservation laws.

From a provincial policy standpoint, the 1950s culminated in The Provincial Parks, Protected Areas, Recreation Sites and Antiquities Act. This statute provided limited protection to some heritage sites and objects and obliged the province to operate a small system of provincial historic parks and protected areas. The present historic parks program grew out of efforts in the mid-1960s to develop historic parks at Fort Carlton, Cannington Manor and other sites. Despite their selection by a provincial sub-committee on historic sites, these properties tended to be based on government ownership and local interest rather than on today's standards of systematic planning, resource quality or development potential. As well, historic site markers aimed at public information continued to be erected in an unfocused fashion. The Department of Natural Resources played a lead role in developing and administering these programs throughout the 1960s. During this decade, too, the Saskatchewan Museums Association (now the Museums Association of Saskatchewan) came into being.

In the 1970s, increased scientific research and public awareness of environmental and cultural issues compelled greater government involvement in heritage policy-making. Management theories and techniques were applied as cultural and natural heritage properties became recognized as fragile and non-renewable resources. Existing legislation came to be seen as affording insufficient protection to heritage sites outside of park lands. Thousands of sites and artifacts were being destroyed through land development, careless use and

vandalism. To reduce this loss, The Saskatchewan Heritage Act was passed in 1975, but it soon proved inadequate. The Saskatchewan Museum of Natural History joined the newly created Department of Culture and Youth in 1977. Towards the decade's end, the heritage conservation, resource management and historic sites programs were established as a separate branch.

Federal policy-making also began to significantly affect Saskatchewan's heritage programs. In 1972, a National Museums Policy was released, which established federal financial and technical assistance to museums. With this help the Western Development Museums and the Mendel and Mackenzie Art galleries began outreach programs. As well, the Canadian Conservation Institute began offering restoration and preservation services to all museums. In turn, the province started a Museums Assistance Program to provide grants and advice to the museum community and the Saskatchewan Museums Association.

Midway through the decade, the Saskatchewan Lotteries Corporation was created, with the condition that part of the proceeds go to provincial sport, cultural and recreational organizations. This new source of funding, and the unique distribution system which evolved, would have significant impacts on heritage organizations in the next decade.

Over the 1970s, individuals, groups like the Saskatoon Environmental Society and some municipalities began to press government for more adequate legislation to protect heritage resources at both the municipal and provincial level. These lobbying efforts led to a provincial heritage conference in 1978, organized by the Saskatoon Heritage Society and sponsored by the province. From this event came the impetus and momentum for a new heritage bill.

Unanimous passage of The Heritage Property Act in 1980 marked a new direction in conserving and managing the province's heritage assets. The legislation provided provincial and municipal jurisdictions the authority to protect and manage historical, archaeological and palaeotological resources. Concern for the increasing loss of the province's resources meant emphasis was placed on programs of conservation assistance, documentation, regulation and site designation. It was considered necessary to preserve the significant heritage resources still remaining so that, in future, they could be investigated or developed. The main delivery mechanism for these new mandated programs was the Heritage Branch.

This Branch, along with the Museum of Natural History, the Museums Assistance Program, the Western Development Museums, the Saskatchewan Archives and the provincial historic parks program formed the provincial government's basis for the future development of heritage programs and policy.

V. Current State

Today, all levels of government have roles and responsibilities for heritage resource management. The federal government's responsibilities are vested in the Departments of Communications and Environment. The former has policy, programming and funding functions, and an administrative role vis-a-vis the four arm's-length National Museums. The Canadian Parks Service, through its national parks system and historic sites and monuments programs, is Environment Canada's main actor in the field.

In Saskatchewan, the municipal level of government is an important participant in heritage resource affairs. Resource management policies and objectives are being incorporated in municipal development plans and zoning by-laws. Enabled by The Heritage Property Act to protect and restore significant structures and to establish Municipal Heritage Advisory Committees, municipalities have designated hundreds of heritage properties. Municipal governments also co-fund community museums and maintain archival records.

Through these efforts and the activities of planning and conservation authorities, municipalities are steadily becoming partners in the heritage enterprise. Indeed, the Meewasin Valley Authority, the Wakamow Valley Authority, the Wascana Centre Authority and Chinook Parkway Board have considerable heritage holdings within their jurisdictions and have been very progressive in site conservation and interpretation. Joint private and public sector initiatives such as those of The Partnership in Saskatoon are dramatically improving downtown business and residential districts through retaining and celebrating civic heritage assets. However, it is the provincial level of government which has the primary responsibility for heritage resources.

Saskatchewan Culture, Multiculturalism and Recreation

A variety of statutes, governmental agencies and non-governmental organizations drive the conservation and management of heritage resources. The Heritage Property Act (1980), The Western Development Museum Act (1949), The Saskatchewan Archives Act (1945) and The Parks Act (1986) are the principal legislative instruments. The Parks Act is administered by Saskatchewan Parks and Renewable Resources while the first three statutes are the responsibility of the Minister of Saskatchewan Culture, Multiculturalism and Recreation.

Within this department, the **Heritage Branch** has a clear management and development mandate. The Heritage Resources Section, Museum of Natural History, Government House and Museum Assistance Program comprise the Heritage Branch. The Branch has responsibilities for provincial policy, regulatory administration, the provision of financial incentives, resource management and heritage interpretation and presentation. Within the Branch is concentrated a major provincial pool of expertise in the various heritage fields. Coupled with the human resources of other institutions, such as the Western Development Museums, the universities, the heritage societies and the Saskatchewan Archives, the province has a solid base of knowledge and experience to build upon.

Empowered by The Heritage Property Act, the **Heritage Resources Section** has developed conservation programs aimed at archaeological and built environment properties. The section has developed an aggressive information program involving direct contact with hundreds of communities and the promotion of the social and economic benefits of heritage conservation and development. Now there are almost 30 provincially designated

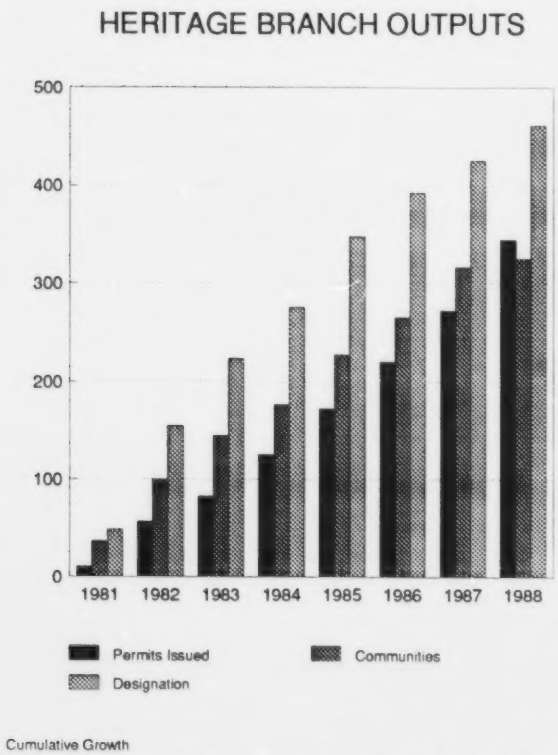

Figure 1. Selected Heritage Branch Outputs

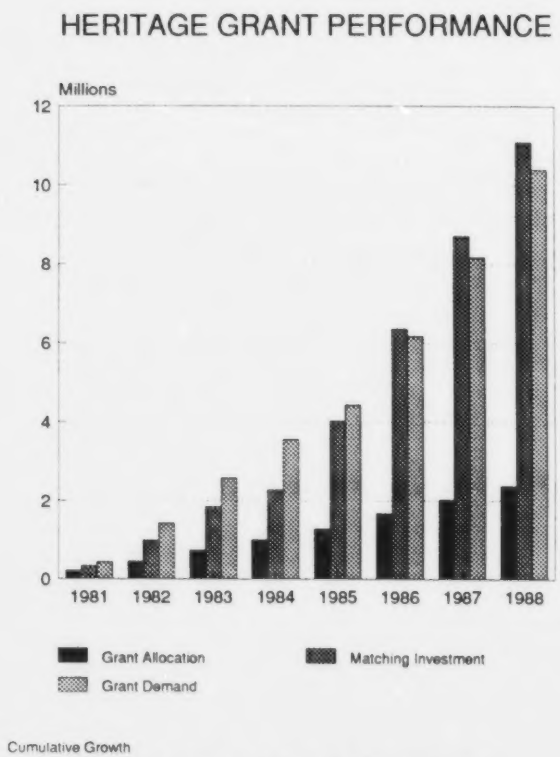

Figure 2. Heritage Grant Performance

properties and over 450 municipally designated heritage sites in more than 300 municipal jurisdictions **(Figure 1)**.

Over the past eight years more than $2 million have been provided through the heritage grant program to 300 projects including archaeological research, restoration of public, private and commercial buildings, and the development of heritage tourism. This assistance has resulted in private sector investments exceeding $11 million **(Figure 2)**. In the process, communities have discovered a renewed pride in their history and gained valuable facilities such as libraries, museums, community halls, municipal offices, cultural centres and new business premises. Rural and urban communities alike have benefited from increased employment and economic activity. As a result the heritage grants program has become exceedingly popular.

Historic, prehistoric and vertebrate palaeotological resources are now recorded and managed through inventory and regulatory programs. To date, the heritage data base contains information on more than 16,000 sites **(Figure 3)**. Private and public sector land development proposals are routinely reviewed to determine heritage resource impact assessment or other conservation requirements. Since 1981 almost 350 investigation permits have been issued **(Figure 1)**. Impact assessment and mitigation studies, including some large-scale projects such as those associated with the Nipawin and Rafferty dams, have been major archaeological resource management and research instruments. This activity continues to support a small but vibrant heritage consulting industry.

For the greater heritage community, the **Saskatchewan Museum of Natural History** demonstrates standards of excellence in museum management. It collects, preserves and interprets the natural and early human history of the province, with specific reference to geology, paleontology, zoology, botany, archaeology and ethnology. In 1987 the Saskatchewan Museum of Natural History embarked on a six-year redevelopment and expansion program which will completely renew its galleries and add space for travelling exhibitions. Annual visitation since 1981 averages about 180,000 people **(Figure 4)**. A significant development occurred in 1986 with the formation of the Museum Associates organization as the Museum's volunteer arm and support group.

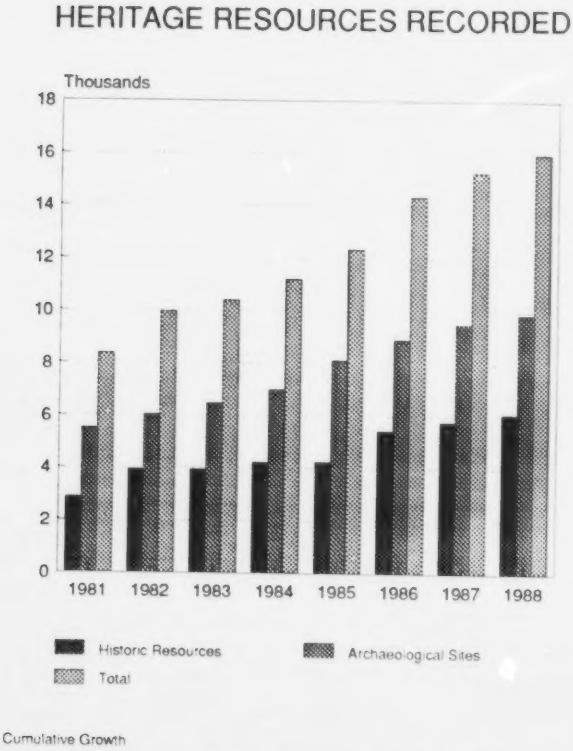

Figure 3. Heritage Resources Recorded

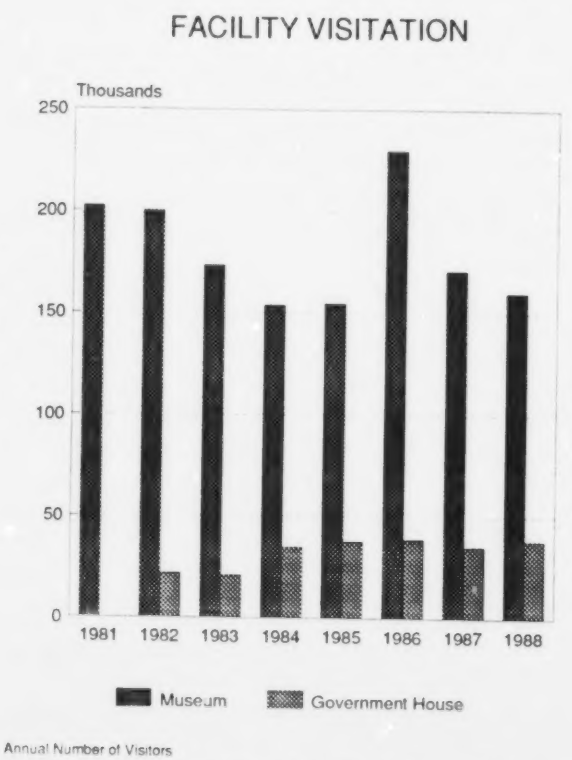

Figure 4. Visitation To The Saskatchewan Museum of Natural History And Government House Historic Property

Government House Historic Property also comes under the Department's auspices and functions as a museum, meeting facility and the Offices of the Lieutenant Governor. It collects, preserves and interprets the early social/political history of the Northwest Territories and the province, as well as the Lieutenant Governor's role. Annual visitation since 1982 has averaged 32,000 **(Figure 4)**. A Government House Historical Society has been in existence since before the House's 1981 restoration.

The **Museums Assistance Program** offers technical, educational, promotional, financial and consultative services to the museum community, the public and related organizations and government.

Advice and consultation is provided to over 100 local museum boards, organizations and individuals. Over 110 clients are served through the Museum and Gallery Grant Program. Financial support is provided to various institutions to maintain the provincial collection of contemporary and historical art works.

The program maintains a policy and liaison role vis-a-vis the major museums and galleries, federal cultural agencies and other provincial actors in the cultural heritage field. The program also has representation on the Saskatchewan Heritage Collections Conservation Committee. The committee has a broad-based membership and is concerned with the preservation and management of museum, archival and gallery collections.

As well, the Department has a supportive financial role with the Saskatchewan Archives and Western Development Museums. Numerous target groups are affected by the Department's regulatory and support services. Finally, several heritage organizations funded by the Saskatchewan Lotteries Corporation have strong links with the Department's heritage programs.

The Saskatchewan Archives Act outlines the rationale for preserving provincially important public and private documents, as well as sound and moving images. The collection of documents is carried out through the Saskatchewan Archives Board, in close cooperation with the two universities. A new program has been established providing for the establishment of a municipal archives system integrated with the provincial system. Storage facilities for accumulated documents were upgraded in Regina in 1983 and now require major improvement in

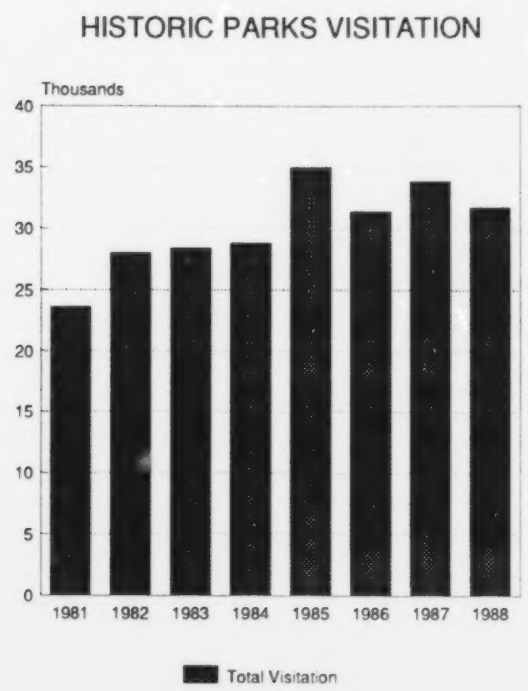

Figure 5. Visitation To Historic Parks (Cannington Manor, Ft. Carlton, Last Mountain House And Wood Mountain Post)

Saskatoon. About 7000 researchers use the Archives annually.

The Western Development Museum Act is the framework for the operation of four branch institutions throughout the province to collect, preserve and interpret the social history of Saskatchewan's pioneer development. The museums are located in Saskatoon, North Battleford, Moose Jaw and Yorkton. Some of the structures accommodating these museums meet modern conservation and interpretation requirements; others need considerable upgrading. The museums are prime tourist attractions. They have considerable scope for further interpretation and exhibition of various themes of the province's history.

Saskatchewan Parks and Renewable Resources

Saskatchewan Parks and Renewable Resources also has responsibilities for the province's heritage. The Parks Act contains several heritage property management and development responsibilities. Administered by the Parks Branch, this statute provides for the designation and operation of 4 classes of land-based resources including the Provincial Historic Parks, Sites and Markers, as well as a system of protected areas. The most visible heritage program is the operation of 9 provincial historic parks, 14 protected archaeological or historic properties and 8 historic sites. Levels of development vary from minimal site marking to building reconstruction with seasonal interpretive programs and staff. Provincial historic parks such as Fort Carlton, Last Mountain House, and Cannington Manor are close to major communities or other tourist attractions. These three parks plus Wood Mountain Post attract about 30,000 visitors annually **(Figure 5)**. Further development of these parks could significantly increase tourist visitation and public use.

Heritage Organizations

Since 1980 provincial heritage organizations, under the umbrella of the Saskatchewan Council of Cultural Organizations, began to develop a stronger identity by increasing their funding, improving organizational structures and hiring staff. Six provincial cultural organizations are now concerned with heritage, representing museums, genealogy, history and folklore, natural history, architectural history and archaeology. These groups combine to form the Heritage Saskatchewan Committee for coordinated policy development and response, and other activities of common interest to Saskatchewan's volunteer heritage community.

Core support for these organizations comes from Sask Trust administered lottery receipts and a mix of other sources such as grants-in-aid from the provincial and federal governments and membership fees.

These organizations act as advocates, publish reports and journals, and provide networking, promotion and training services to their membership. Their impact on the public varies. Some, like the Saskatchewan Natural History Society and the Saskatchewan Archaeological Society offer public educational programs and publish material of interest to a broad audience. Others reach the public through history tours and guides (e.g., the Museums Association of Saskatchewan recently published a museum travel guide). These groups also vary in their overlap with departmental programs.

The **Museums Association of Saskatchewan** (MAS) offers training and advisory services to museums and provides guidelines for recognized standards of museum operation. The Association raises public awareness of museums through programs which include publication of Liaison (a heritage magazine), a travel guide to museums, and television and radio advertising. MAS fosters communications within the museum community and represents its interests and concerns. The MAS has

a budget of $500,000 and a staff of seven. With 175 of an estimated 200 museums as members, the MAS represents almost 90% of the museums in Saskatchewan. The membership also includes 300 individuals. In addition to a wide range of services provided to the museums themselves, the MAS assists volunteer and professional museum workers.

The **Saskatchewan Natural History Society** (SNHS) fosters knowledge, appreciation and enjoyment of the natural world and promotes the conservation of natural heritage resources. The Society has a budget of nearly $200,000, a membership of 1800 and a full-time Executive Director. The SNHS's journal, The Blue Jay, has been published since 1942 and has pan-North American circulation. Through co-operative action with other organizations, the SNHS researches endangered plants and animals, contributes to the Heritage Marsh Program and promotes private stewardship programs such as Operation Burrowing Owl. The society maintains nature sanctuaries at Val Marie (prairie dog colony), Maurice Street north of Nipawin, and the Crooked Lake Fen in the Qu'Appelle Valley. Members are kept informed of Society activities through the Blue Jay News, and nature tours are organized each year. Ten local societies hold regular meetings and offer field-trips in various regions of the province. The Blue Jay Bookshop provides members with books, records and tapes on a wide range of natural history topics.

The **Saskatchewan Archaeological Society** (SAS) has a budget of $196,000, an executive director and approximately 600 members. Like the SNHS, the SAS has a close working relationship with the Department. The SAS actively promotes and encourages the study, preservation and proper use of Saskatchewan's archaeological resources. Its major activities are educational. It operates a summer field school for members and a volunteer regional advisors program through which members act as points of contact between the SAS, the Heritage Branch and local communities. The SAS also publishes a newsletter, a scholarly journal, books and special topical reports.

The **Saskatchewan Genealogical Society** (SGS) with a budget of $138,000, a staff of three and 1500 members, is concerned with the study, research and preservation of genealogy and family history. These two pursuits combine into the fastest growing hobby in the world at the grassroots level. There are 22 branches operating under the SGS umbrella. A library, workshops, seminars, promotional tours and a variety of special projects comprise the core services available to members and the public. The SGS was formed to assist Saskatchewan people find their roots around the world. Their library, one of the largest in Canada, contains such special collections as the Indexes to Births, Marriages and Deaths for England, the Quebec Marriage Index and a large Ontario collection. For this reason, members and tourists throughout Canada, the U.S. and overseas visit the library.

The **Saskatchewan History and Folklore Society, Inc.** (SHFS) has a budget of $260,000 and six staff, three of whom are part time. The SHFS is dedicated to the preservation of the province's social history and folklore. This is accomplished through a variety of programs. Its publishing program includes the quarterly magazine Folklore. The SHFS also supports the development of oral histories. A 1989 oral history project will produce 300 personal histories dealing with ethnic traditions and lifestyles. As well, over 500 Saskatchewan Historical Recognition Registry certificates have been awarded since 1985. Other SHFS activities include writing contests, educational presentations, self-supporting coach tours, merchandising (e.g., calendars, books, pins and placemats) and assistance to community groups undertaking history preservation projects, including commemorative markers.

A sixth heritage organization, the **Saskatchewan Architectural Heritage Society** (SAHS), recently achieved eligibility as a provincial cultural organization. Its main focus is on conserving the heritage built environment. Among its objectives are assisting municipal initiatives in heritage conservation, disseminating information about successful projects and innovative solutions to common problems, and developing and sharing architectural expertise in heritage conservation.

A number of other heritage organizations exist in Saskatchewan which do not receive core funding from Sask Trust. Prominent among these is the **Saskatchewan Council of Archives** (SCA). Incorporated in 1988, the SCA has a membership of thirteen institutions. The SCA promotes archival standards and practices, the allocation of resources and grants, the advancement of archival priorities and provides a forum for the discussion of issues within the provincial archival community.

As well, there are several municipally-based organizations such as Heritage Regina, Heritage Moose Jaw, and the Saskatoon Heritage Society which focus on conservation issues at the community level.

VI. Future Directions

Saskatchewan people value their heritage. Government is looked to for leadership and vision in managing and developing its assets from the past. Now, with the consolidation of the majority of the province's heritage programs and statutes within a single department, an unprecedented opportunity for a new and integrated heritage strategy exists.

During the 1960s and '70s, the emphasis of heritage programs throughout North America was on conservation, assistance, consultation and regulatory activities. In the 1980s, other provinces embarked on bold and innovative schemes of heritage site development. Many are capturing high tourism benefits by building well-researched, world class interpretive centres and museums. These facilities serve a variety of compatible objectives: tourism, public awareness, education, and demonstrating the benefits of research and resource preservation. Alberta, for example, has invested $120 million over the past decade in heritage product development (e.g., the Tyrrell Museum, Head-Smashed-In Buffalo Jump) and has another $20 million of capital construction projects underway. These attract international visitors, stimulate joint scientific expeditions and exhibitions with other countries and capture Asian business investment. Turning eastward, the Manitoba and federal governments have spent over $14 million on heritage resource attractions along the Red River corridor alone. It is fair to say Saskatchewan's neighbours are developing very healthy heritage industries.

The provincial government can take a major initiative to develop those heritage resources which will benefit the province, both socially and economically, and will realize the full tourism and educational potential they possess...

Saskatchewan has a rich inventory of heritage resources for presentation. But unless the means are found to carry out major developments, the province will lag further behind its neighbours in taking advantage of the potential that exists. The provincial government can take a major initiative to develop those heritage resources which will benefit the province, both socially and economically, and will realize the full tourism and educational potential they possess. With government initiative and marketing, heritage development will provide considerable scope for private sector investment and involvement.

At the same time, the province, like most jurisdictions in Canada, the U.S. and around the world, has a responsibility to manage its heritage resources as a public trust. It must continue and reinforce those programs which protect significant heritage resources and assist communities in preserving and developing the resources valued at the local level. It must ensure that heritage resource conservation and development is carried out in a planned, sensitive and appropriate manner, in full consideration of regional, community and organization needs, capacities and aspirations.

Some adjustments to current programs and practices are timely. Several programs initiated by government may well be transferrable to municipalities or heritage organizations. This has already occurred to a certain extent: municipal governments designate sites of local significance as official heritage property; aspects of the Archaeological Collections Registration Program are being assumed by the Saskatchewan Archaeological Society; the training and advisory service of the Department's Museums Assistance Program have been taken up by the Museums Association of Saskatchewan; and the production of historic markers of local significance is being further developed by the Saskatchewan History and Folklore Society.

In this regard, all heritage programs are constantly evaluated as to their viability and to determine the most effective, efficient and economic means for their delivery. Co-production and other opportunities to implement heritage programs with the private and not-for-profit sectors will continue to be explored.

The 1990s and Beyond

The major elements of a heritage strategy are founded on four broad and inter-related directions the Department has identified to chart the future of the province's heritage resources. The order in which these directions are presented does not imply their order of importance.

Direction 1:

To conserve and manage significant and representative aspects of the province's heritage sites and objects.

Direction 2:

To have more people use, experience, enjoy and understand Saskatchewan's heritage.

Direction 3:

To systematically develop select heritage resources for tourism.

Direction 4:

To encourage public and private investment in Saskatchewan's heritage resources.

The Department, through its Heritage Branch programs, its arm's-length relationship with the Saskatchewan Archives and Western Development Museums and the provincial heritage cultural organizations, has major opportunities to progress along these paths. Major **proposals** and the associated **roles** of the province's heritage players can be assigned to each of these directions.

Direction 1:

Conservation and Management

Heritage resources are non-renewable and finite in number. Many have very specialized management needs. Those with scientific and/or historical significance are often easily disturbed or damaged (e.g., archaeological sites), require time consuming treatments (e.g., historic documents), or have remote or difficult to identify locations (e.g., palaeotological sites). If Saskatchewan is to enjoy sustained resource use and development, existing conservation and management programs must be reinforced. As well, new programs will be required to meet emerging conservation problems.

1. Heritage Resource Management Programs

The Department must expand its regulatory, resource inventory and management programs. Development proposals which may negatively affect heritage resources will continue to be reviewed under The Heritage Property Act and impact management requirements will be enforced. Review and compliance activities will extend to demolition of significant aspects of the built environment and other areas of land and property use currently outside the scope of regulatory review. As part of this initiative, ways to expand the enforcement services of Saskatchewan Parks and Renewable Resources to protect archaeological and paleontological resources will be investigated.

The maintenance and development of the provincial inventory of archaeological, historical and palaeotological sites will continue, along with current initiatives to automate these inventories. A remote communications system will be established to permit authorized users outside Regina access to the data base. Heritage resource information will also be incorporated into the Department of Parks and Renewable Resources Geographical Information System. A similar computer driven data base will be established for SMNH collections.

Working with Saskatchewan Property Management Corporation, potentially significant heritage structures within the Corporation's jurisdiction will be inventoried and a management strategy will be developed.

Furthermore, new ways to fund professional basic and applied research in archaeology, history, architecture, museology, and resource management shall be explored.

In consultation with the province's Native community, policies and mechanisms will be developed to more effectively and sensitively manage archaeological burials and identify and manage archaeological and ethnographic collections of significance to Native religion and culture.

The funding base available to municipalities, heritage site owners and the heritage professions could be broadened and deepened so that critical resource conservation, restoration and scientific research and development activities accelerate.

2. Systems Planning

At present, the Department is completing a framework for a comprehensive, multi-purpose Systems Plan. This framework will guide the identification, management and development of provincially significant and representative prehistoric and historic resources. By 1994, a series of specific systems plans for archaeological, architectural, historic, engineering and palaeotological resources should be complete. These detailed plans will establish criteria and set standards to guide preservation decision-making, long-term resource management strategies and site selection for interpretive development into the next century. The systems planning exercise will proceed in consultation with Saskatchewan's heritage communities and professionals.

3. Evaluating the Built Multicultural Heritage

Saskatchewan's historic built environment is comprised of physical structures constructed by numerous ethnic groups. Each cultural community has invested the province's rural and urban landscapes with distinctive examples of domestic, commercial and religious architecture. The Department will carry out an inventory of the major examples of the multicultural built environment as part of its systems planning.

4. Museums Policy

The Department has drafted a museums policy in consultation with the Museums Association of Saskatchewan and the provincial museum community.

A Museums Policy for Saskatchewan is the result of discussions and research into provincial museums policy, which began in 1972. At that time it was recommended the Department be responsible for "elaborating and coordinating a provincial museums policy for the future". A primary concern was "the drain of cultural, artistic and historical artifacts from Saskatchewan to public and private collectors abroad". In the fifteen years since, various reports and recommendations have been tabled.

In 1987 the Department announced its intention to develop a provincial museums policy. Since that time various discussion papers and policy drafts were circulated to the museum community as part of an extensive round of consultation.

A Museums Policy Search Conference was sponsored by the department in April of 1988 with attendance by 40 museum representatives. In the summers of 1987 and 1988 meetings were held with individual museum workers across the province to discuss their concerns. Six regional meetings occurred in the fall of 1988 to provide museum representatives with an opportunity to comment on the first policy draft. These meetings were attended by 108 individuals.

The Museums Association of Saskatchewan has been closely involved in the policy development process. A number of meetings have also been held between Department staff and the board and staff of the museums association to guide the elaboration of a policy.

The proposed policy takes into account the existing state of museums in Saskatchewan and considers current trends and developments in the broader society to arrive at a museum development strategy for the future. The policy builds on the existing strengths of Saskatchewan's museum community which has made significant progress in recent years. The emphasis of government support in the past was on assisting the growth and development of museums. The emphasis must now be on developing the expertise to manage the collections and programs efficiently and to stabilize and strengthen the existing museums and galleries.

The policy outlines the roles and responsibilities of the provincial government, the museums and other agencies with respect to meeting the needs of museums and the public. It establishes four priorities for provincial support: collections management, skill development, building networks, and diversifying support.

These priorities reflect the fact that collections are the cornerstone of most museum functions. Without qualified people to manage, document and preserve these collections, a significant heritage resource will be lost. Encouraging museums to work cooperatively through networks to share information, collections and services ensures that existing human and financial resources will be used more efficiently. This does not eliminate the need for more funding. By seeking other partners to match provincial support, existing and any new funds may be used more effectively.

The policy sets out the roles and responsibilities of each of the agencies involved in providing support to the museums and galleries in the province and identifies the priorities of the museum community for operations and development. Included in the policy is a strategy for maintaining provincial collections of historic and contemporary art works. It also proposes a strategy for museum development over the next ten years.

5. Saskatchewan Heritage Collections Conservation

The Department will continue to support the implementation of the conservation strategy developed by the Saskatchewan Heritage Collections Conservation Committee. The committee consists of the directors of the major museums, galleries and custodial institutions in the province as well as representatives from the Museums Association of Saskatchewan, the Department and the Canadian Conservation Institute.

The strategy proposes developing a provincial service to provide conservation care for museum collections, and give advice to museums on proper collections care. The service will be based in four conservation laboratories specializing in fine and decorative arts; natural history, archaeology and ethnology; archival documents and records; and social and industrial history. Conservation laboratories have been established at the Saskatchewan Museum of Natural History, the Saskatchewan Archives Board office in Regina and the Mackenzie Art Gallery (Regina). Another lab is under development at the Western Development Museum (Saskatoon). Once operational, a Conservation Extension Service from each of these institutions will be coordinated by the Heritage Collections Conservation Committee.

6. Folklore, Oral History and Genealogy

In consultation with the Saskatchewan History and Folklore Society and the Saskatchewan Genealogy Society, the Department proposes to identify the resource management needs in folklore, social history, oral history and genealogy. The need for stronger policy and programs to preserve social history and genealogical resources (e.g., vital statistics, school records and Probate Court records) will be studied. Ways to encourage the retention of social history records kept by local governments, organizations and individuals will be developed.

7. Repatriation of Heritage Collections

Over the years, Saskatchewan has lost a number of significant portable heritage properties to out-of-province individuals and institutions. These collections include important ethnographic, archaeological and art objects, fossil remains and historic artifacts. The Department proposes to begin an inventory of the most significant out-of-province collections to determine their whereabouts, contents, legal status and opportunities for permanent or temporary repatriation.

8. Extra-provincial Policymaking

To assist the federal and other provincial governments meet their heritage policy objectives, the Department should continue its liaison and consultations regarding the development of national heritage legislation and the reduction of transborder artifact trafficking.

9. Western Development Museums Collections Management

Implementing a long-term artifact collection development plan and starting a major conservation program at the Western Development Museum are suggested. This initiative would include enhancements to artifact storage and restoration services.

10. Archival Programs and Facilities

The Saskatchewan Archives facility in Saskatoon must be upgraded to meet current conservation standards and provide adequate storage space. This will require the construction or acquisition of new office and storage space. An addition to the Diefenbaker Centre to provide the needed expansion is being investigated. As well, more storage space is needed in Regina to accommodate the growing archival collection. Remedies are required, too, for storage problems in community archives.

Most archives need enhanced cataloguing and record management abilities. A central records conservation facility capable of paper conservation and providing professional services and support to the provincial archival community is desirable. Increased technical and professional training opportunities are needed.

Moreover, a centralized coordination agency offering educational and consultative outreach programs should be developed.

11. Public Policy Review

A heritage policy review should be carried out by 1993. This would involve an extensive evaluation of The Heritage Property Act and other statutes, together with their associated programs, as to their relevance and effectiveness for the 1990s and beyond. A task force will be struck and public hearings convened across the province. Similar public reviews of heritage policy recently have been held in British Columbia and Ontario. These have resulted in the identification of policy gaps and recommendations for legislative and program changes.

12. Integrating Natural Heritage Resource Concerns

The Department will continue to integrate its management efforts with those of the various branches of Saskatchewan Parks and Renewable Resources concerned with fisheries, wildlife, forestry and parks as well as programs of the Department of Environment and Public Safety. Closer coordination will ensure the province's total heritage resource base will be prudently and appropriately managed.

13. Roundtable on Heritage Resource Management and Development

The Department will establish a roundtable comprised of members of the Heritage Saskatchewan Committee, the business community, the design professions, representatives of relevant academic departments and the municipal and provincial governments. The Roundtable will meet at least yearly to discuss current and emerging issues in the province's heritage resource management and conservation.

Direction 2:

Greater Use, Enjoyment and Understanding

Increasing the use, experience and enjoyment of Saskatchewan's heritage depends in part on the capital development of major heritage attractions. But the sites suitable for such development are limited. There is also the need to broaden opportunities for people to use, enjoy and be inspired by the richness and range of the province's heritage sites and objects. The museum in a small town railway station, the papers of a politician in an archives, the tipi rings on a farmer's pasture, dinosaur bones in a bedrock outcrop, a restored country church, an ethnic settlement's unique plan ---all provide intellectual, educational,

spiritual and recreational opportunities to visitors and Saskatchewan residents. From these experiences comes greater self-understanding, social well-being and provincial pride.

Fostering greater understanding of our heritage has significant implications for educational programs. Regardless of what segment of the province's citizens these programs are directed to, be they school children or adults involved in life-long learning, heritage resource management and development should result in products and services which inform and guide Saskatchewan people to a better understanding of themselves and their place in the world.

1. Heritage Education

The Department proposes to investigate new opportunities for developing a greater understanding and appreciation of the province's heritage. The incorporation of more information and experiences regarding Saskatchewan's history and prehistory, especially its multicultural diversity, into educational curricula will be explored. As well, the Department will assess the need for programs to heighten community awareness of their historical development. An inventory of heritage educational resources (videos, films, books, articles, etc.) will be undertaken.

2. Marketing

A comprehensive heritage marketing plan will be undertaken to identify, develop and promote resources for local visitors and educational and recreational users. The marketing plan would also define current and emerging market segments (e.g., Native peoples, seniors) and the visitor services and amenities required to attract them.

3. Training and Professional Development

Internship, training and professional development programs, needed areas of heritage resource development and management, can be established at selected provincial institutions and facilities. The Saskatchewan Museum of Natural History, Western Development Museums, provincial historic parks and community museums could become the vehicles for some of these programs. The two universities, community colleges and Saskatchewan Institute of Applied Science and Technology could develop relevant courses (e.g., site interpretation and operation, heritage planning, event and festival organization, etc.). In these educational initiatives, Northern and Native peoples shoud be given special consideration, by establishing programs in the north (e.g., La Ronge) and on reserves, in cooperation with local community associations and Indian and Metis councils and organizations.

4. Regional Needs and Opportunities

The various regions and communities comprising Saskatchewan have diverse and unique management concerns and development possibilities. Efforts to increase use, enjoyment and educational opportunities must be sensitive to regional needs. Site development in particular must be appropriate in scope and scale to all affected communities.

Northern Saskatchewan has a distinct history, population base, demographic distribution and economy. To better appreciate Northern Saskatchewan's heritage management and development needs, in 1990 the Department proposes to co-sponsor a forum in which opportunities and concerns can be discussed.

Communities also require greater incentives and guidance to better integrate local heritage assets, whether they consist of an entire historic neighbourhood or a single historic building, into their municipal planning and development programs. Density transfers, selective tax relief, outright grants, access to venture capital, etc. can be investigated. It is recognized that designating and developing historic conservation districts, processes which Regina and Moose Jaw are now involved in, require significant assistance. However, such help must be directed to establishing a firm funding basis, such as local heritage trusts, so that community heritage projects become self-supporting.

5. Balance and Authenticity in Heritage Interpretation

A more balanced interpretation and presentation of the province's historical evolution must be encouraged. For example, the Western Development Museums have the potential to broaden their displays in folk culture, forestry, mining, manufacturing and energy resources, themes now largely neglected in the province's heritage programs. Communities with historical ties to ethnic settlement (e.g., Veregin), energy and mining (e.g., Estevan), territorial government (e.g., Battleford) could be given technical and financial assistance to develop these themes. These interpretive initiatives must be based on thorough research; as well, exhibitry and presentation programming must be dedicated to producing authentic experiences to the visitor and user.

6. Grant and Consultation Programs

Existing granting and consultation programs which encourage participation in heritage projects require expansion. Opportunities for people to restore, own and live in historic buildings, to assist archaeological and palaeotological excavations, to operate museums and to carry out archival studies should be enhanced.

Direction 3:

Increase Heritage Tourism

For its share of the cultural tourism market to grow, Saskatchewan must become seriously committed to product development. Both the range and quality of its heritage attractions must be dramatically increased. There is also the need to better market what we already have.

Following the successes of Expo '86 and Alberta's heritage attractions, high quality heritage interpretive centres bring many economic and social benefits. Developed sites which tell Saskatchewan's story and symbolize its accomplishments will increase the province's visibility in the global marketplace, bring visitors and investors from neighbouring provinces and the rest of the world, and provide its citizens with a renewed and strengthened sense of provincial pride.

There is a need for both large, world-class heritage resource destinations, as well as regional networks of smaller sites and attractions. Saskatchewan has a number of unique and internationally significant heritage sites and themes (e.g., Dinosaur extinctions, early mammalian evolution, Native settlement and cultural development, Metis history, the North-West Rebellion, the fur trade). Heritage interpretive centres have high research and development costs. As well, several heritage themes have been appropriated and developed by adjacent provinces. Thus, Saskatchewan will only be able to undertake a few such major projects. However, planning these developments must become an immediate priority.

Heritage tourism initiatives must be sensitive to issues of the scale and scope of development. Large developments may simply be inappropriate for economic, social and other reasons. Other alternatives require investigation. For example, the ecomuseum approach may be well-suited to some regions. An ecomuseum is an organization which manages, studies and uses, via scientific, educational and cultural means, the entire multicultural and natural heritage of a community or region. It generally proceeds from an alliance of citizens and heritage professionals committed to preserving and presenting buildings, sites, artifacts and their traditional and contemporary social and economic activities.

The integration of a series of small, complementary heritage attractions may be more appropriate, effective and feasible than construction of one large interpretive facility. As well, the selection of sites for development must be guided by a concern for historical authenticity and the intrinsic value of the resource. Commitment to these principles will permit the dual goals of heritage resource management and development.

Planning heritage tourism attractions at whatever scale must incorporate extensive consultations with host communities, special interest groups, and business and trade associations such as TISASK.

1. A System of Major Heritage Attractions

The opportunity exists to build captivating, national and world class heritage attractions to serve as tourism destinations and educational "info-tainment" facilities.

Innovative and interactive galleries and exhibits are under construction at the Saskatchewan Museum of Natural History. Currently, the First Nations and Natural History galleries are being renewed. The new Earth Sciences gallery opened in the Summer of 1989. Future projects could include: construction of a Hall of Dinosaurs, a multi-media centre (e.g., Hall of Holography) displaying various prehistoric environments and the lifeways of Indian and Metis peoples and facilities to host and present major travelling exhibits.

These Regina based attractions could be integrated into a tourism plan for the capital city, taking into account its other heritage attractions, e.g., the RCMP Centennial Museum, the Regina Plains Museum, the Diefenbaker Homestead, the Legislative Building and the Saskatchewan Sports Hall of Fame.

Also proposed is an immediate systematic program of historic park and site development consisting of enhanced visitor and interpretive services. This would include construction of a visitor reception centre at Fort Carlton, and continued stabilization of the Humphrys/Hewlett House at Cannington Manor.

The Department will maintain its technical, advisory and financial support of the Wanuskewin Heritage Park development in Saskatoon. As opportunities arise, similar forms of assistance will be provided to other cities, towns and municipalities interested in interpreting and presenting significant heritage resources for tourism. This commitment extends to the Department's role in facilitating the planning and development of the Heart of the Old Northwest destination area proposed by Saskatchewan Economic Development and Tourism.

2. Systems Planning

As part of the development of a systems plan for heritage resource management, properties with potential for heritage park or interpretive centre development will be identified. This will involve determining the scope and scale of such developments.

3. Marketing

The Department proposes to develop a heritage resources marketing strategy which would identify our visitor markets, market segments, and the products and services lines necessary to attract significant numbers of tourists. Improved marketing of existing attractions would form part of the strategy.

4. Western Development Museum

The exhibition technologies and environments in each branch of the Western Development Museums require upgrading. Other priorities include improvements in the signage, grounds and settings of each institution. For example, the facilities need comprehensive site improvements to meet recently completed site plans.

5. Archival Tourism Opportunities

The tourism opportunities afforded by the use and presentation of archival resources should be investigated. Archives are visited by genealogists, gallery curators, writers, journalists, screen-writers, historians and so on. As well, the genealogical library of the Saskatchewan Genealogical Society is heavily used. The number of visitors from outside the province, their expectations and economic impacts require assessment.

6. Greater Community Assistance

Numerous communities, municipalities and regions in the province have resources which could be developed for heritage tourism. Some sites could stand on their own as attractions. Others might be linked together in tour packages or more formally through the ecomuseum concept. However, most towns and rural municipalities lack access to the expertise necessary to identify, research, plan, fund raise, develop and market these assets. A program to train heritage resource consultants and place these people in select communities to carry out these functions could assist in diversifying regional economies. Such an initiative would complement and strengthen the Department of Economic Development and Tourism's Community Tourism Assistance Program.

7. Arm's Length Organizations

Financial and technical assistance should be provided to arm's-length agencies and lottery-based NGOs (e.g., the Meewasin Valley Authority, Museums Association of Saskatchewan) to develop heritage attractions (e.g., Wanuskewin Heritage Park, local museum networks).

Direction 4:

Create New Investment Opportunities

Significant sources of new investment and revenue generation must be found to develop Saskatchewan's heritage resources and fund the ventures proposed. A major vehicle to create investment opportunities would be the establishment of a Saskatchewan Heritage Foundation similar to those trusts and foundations in British Columbia, Alberta and Ontario. This instrument could provide a bridge between the activiites of government and the private sector. Working as partners through a Foundation, government and business could reinforce the development of Saskatchewan's heritage industry.

1. Saskatchewan Heritage Foundation

Across Canada various forms of Trusts or Foundations support and promote conservation of heritage resources. Primarily these foundations work closely with the provincial heritage conservation agency, as a funding agent to support local and provincial programs.

Heritage Foundations provide an avenue, unavailable to government, for corporate and private sponsorship of heritage programs through donations and bequests. Foundations can establish funds to acquire historically important commercial, residential, recreational and scientific properties. These properties can then be administered, operated, leased, restored, developed, sold or otherwise managed on a business-like basis. Foundations can also acquire collections in the last resort which may otherwise be lost to out-of-province buyers. Furthermore, they can assist local museums and archives, further the conservation efforts of heritage organizations and promote tourism, job creation, local economies and education. And they frequently support professional research aimed at gaining better understanding of a province's past and how it may be utilized for future social and economic benefits.

As envisioned, the Saskatchewan Heritage Foundation could be established through legislation via amendment to The Heritage Property Act. An underlying principle of the Foundation would be that it complement existing programs of government and the provincial heritage organizations.

The Foundation would be managed by a board of directors. Members would be drawn from the heritage professions and organizations, academia, the business world and other sectors of society. The Heritage Saskatchewan Committee would be well represented on the Foundation's board.

Core funds could be annually allotted to the foundation from the Minister of Culture, Multiculturalism and Recreation's Directed Fund. This arrangement would not affect the existing fiscal formula and structure of Sask Trust and its client groups.

The Foundation could in turn use these monies to assist local or private heritage projects and program. Funds could also be allocated to acquire sites, administer them and others given through bequests or as gifts as well as to develop sites and to operate them, possibly through local non-profit organizations. A foundation would also work closely with government to help further develop existing provincial historic parks to reach their full potential as major tourism attractions. Thus the Saskatchewan Heritage Foundation would function in coordination with the Department's other heritage programs, as well as municipal, provincial and national heritage organizations.

2. Tax Relief for Heritage Restoration

Heritage Canada is exploring and advocating changes to the federal tax system so that heritage rehabilitation and restoration projects become eligible for a measure of tax relief. The Supreme Court of Canada's findings in the Goyer case appears to have opened the possibility for significant tax relief for renovators of historic structures. The implications of this case are still being examined by Heritage Canada. Such tax incentives were introduced by the American government in 1976 and, as of 1988, stimulated $13 billion of historic rehabilitation projects.

The province could support federal tax relief for heritage projects and explore incentives of its own. For example, changes to the provincial taxation system could permit municipalities to grant municipal property tax and business tax incentives for built heritage projects. As well, investment opportunities through the Venture Capital Corporation could be encouraged.

3. Not-for-Profit Organizational Networks

A network of volunteer organizations to assist funding and operating heritage tourism products and their ancillary services would assist the growth of the Saskatchewan heritage industry. The feasibility of founding "Friends" groups, like that which supports the Saskatchewan Museum of Natural History, for specific interpretive sites should be investigated. Some regional chapters and societies of provincial heritage organization may be interested in assuming these roles.

VII. Roles

Saskatachewan Culture, Multiculturalism and Recreation has several roles to play in 1) conserving and managing the province's resources, 2) increasing people's use, enjoyment and understanding of heritage resources, 3) developing heritage tourism products, and 4) creating major investment opportunities. They include planning, research, regulatory activity, inventory management, policy formulation and marketing functions. As well, the Department must continue to operate such key facilities as the Saskatchewan Museum of Natural History and Government House and assist in the management and development of the provincial historic parks and other properties. Moreover, the Department will continue to provide consultation and technical services to other levels of government, businesses and NGOs.

Lastly, government has a major financial role. By establishing a Heritage Foundation, the proposals herein can be achieved during the remainder of this century. With this instrument and direct financial support, the Department can assist the four municipal conservation authorities, the Western Development Museums, the Saskatchewan Archives and the provincial heritage organizations increase their conservation activities and enlarge the province's market share of heritage tourism.

The roles available to NGOs are considerable. The heritage volunteer sector has a venerable tradition and long list of accomplishments. Some organizations are among the first of their kind established in North America. Some operate programs which have been reinforced by the Department; others are active in programs pioneered by the Department; while still others have developed programs of their own which complement the Department's.

The publishing, educational and conservation activities of the Museums Association of Saskatchewan, the Saskatchewan History and Folklore Society and Saskatchewan Archaeological Society exemplify cases whereby groups have developed their own programs and continued ones piloted by government. Other NGOs are developing organizational structures to take on sustained heritage programs. The Department can assist in this organizational growth.

The NGO roles in heritage tourism are still being formulated. Some societies already carry out and operate specific projects and events (e.g., travel guides, bus tours) and offer ancillary services (e.g., Saskatchewan Museum of Natural History's gift shop). With greater encouragement and technical assistance, the NGO role has great potential for expansion.

Major opportunities for private sector involvement exist, especially for the construction, heritage consulting and hospitality industries. Some businesses, most notably the design professions, are entering niches opened up by heritage resource conservation and development activities. Likewise, industry associations such as TISASK and the Saskatchewan Association of Architects have become interested and involved in heritage projects. Substantial additional opportunities exist but are contingent upon heritage product development by the province.

VIII. Conclusions

Saskatchewan's heritage resources have great intrinsic worth to people of the province, the nation and the rest of the world. They embody scientific and historical information on the northern interior of North America. Heritage resources carry the story of cultural and natural evolution of this region of the world. These resources are valued not only for their knowledge content but for their social, cultural, psychological and aesthetic attributes. And it is in our heritage that we find images and emblems which identify Saskatchewan to the rest of the world.

Heritage resources are fragile, non-renewable and finite. They must be conserved and sensitively managed. Because people are intensely interested in the rich and varied past of the province, heritage resources have the potential to contribute dramatically to the economic well being of the province. Consistent with the principles of sustainable development, select heritage sites can be researched and developed into major tourism attractions. Interpreted sites which present authentic themes in Saskatchewan's cultural and natural evolution can have very positive economic impacts on local and regional economies. Indeed, a tremendous potential exists for developing a strong and competitive heritage industry which will diversify and decentralize the province's economy.

Through an integrated program of planning and development, heritage resources such as museums, provincial historic parks, municipal heritage sites, artifacts or archives can deepen and broaden our appreciation of the province. They can also become a major participant in an expanding and diversifying economy. With the resources and leadership of Saskatchewan Culture, Multiculturalism and Recreation, the dedicated efforts of the province's heritage organizations, the entrepreneurship and expertise of the business and academic communities, coupled with a new Heritage Foundation, Saskatchewan can realize the full range of benefits of its heritage resources.

Appendix

Consultation Process and Timelines

This discussion paper was sent to 500 people and organizations. These included 1) the Saskatchewan Archives Board, 2) the Western Development Museums, 3) various regional and community museums, 4) the six heritage cultural organizations, 5) municipal heritage advisory committees, 6) Saskatchewan Heritage Advisory Board members, 7) Saskatchewan Heritage Property Review Board members, 8) various university departments, 9) the Federation of Saskatchewan Indian Nations, and 10) a number of other organizations and individuals.

Twenty-seven meetings were held across Saskatchewan.

Public Meetings

November 21, 1988	North Battleford
November 23	Regina
November 24	Swift Current
November 25	Yorkton
November 28	Weyburn
November 30	La Ronge
December 1	Prince Albert
December 2	Saskatoon
December 8	Moose Jaw

Special Interest Group Meetings

November 3, 1988	Provincial Archivist
November 15	Saskatchewan Council of Archives
November 16	Executive Director, Western Development Museums
November 21	Saskatchewan Property Management Corporation
November 25	Museums Association of Saskatchewan
November 28	Saskatchewan Architectural Heritage Society
December 2	Saskatchewan Natural History Society
December 7	Meewasin Valley Authority
December 7	Saskatchewan Archaeological Society
December 7	Saskatoon Municipal Heritage Advisory Committee
December 9	Saskatchewan History and Folklore Society
December 12	Wascana Centre Authority
December 12	Saskatchewan Genealogical Society
December 12	Department of Economic Development and Tourism
December 16	Saskatchewan Association of Professional Archaeologists
January 10, 1989	TISASK
January 19	Heritage Saskatchewan Committee
May 16	Heritage Saskatchewan Committee
August 16	Heritage Saskatchewan Committee

The department also received 40 written responses. In some cases, two or more briefs were received from the same organization in response to various drafts of the discussion paper.

Briefs

Department of Parks, Recreation and Culture, Directors
Western Development Museums, Saskatchewan Archives Board
Heritage Saskatchewan Committee
Saskatchewan History and Folklore (SHFS)
Saskatchewan Architectural Heritage Society (SAHS)
Museums Association of Saskatchewan (MAS)
Saskatchewan Property Management Corporation
Rosemont Art Gallery
Saskatoon Natural History Society
The Partnership
Saskatchewan Environmental Society
Eagle Creek Historical Society
Ukrainian Museum of Canada
Government House Historical Society
Prince Albert Historical Museum
City of Regina
City of North Battleford
City of Saskatoon
Swift Current National Exhibition Centre
Saskatchewan Archivists Society
Saskatchewan Council of Archives
University of Regina Archives
University of Saskatchewan
Museum of Natural History
Saskatchewan Association of Professional Archaeologists
TISASK
Heritage Regina
Weyburn Natural History Society
Meewasin Valley Authority
Mendel Art Gallery
Saskatchewan Council of Cultural Organizations

Individuals:

Mr. Bob McPherson
Mr. Eldon Johnson
Ms. Shelley Sweeney
Ms. Isabelle Eaglesham
Mr. Frank Switzer
Ms. Carol Walker
Mr. Henry T. Epp
Ms. Kathlyn Szalasznyj
Mr. John Brandon